Course Overview

Overall Training Objective:

Provide an instructional foundation on the DIOG and then apply the knowledge gained by using hypothetical examples and scenarios. Upon completing this course of instruction you should have a firm grasp of the concepts and principles underpinning the DIOG.
Course Overview

Participation Standards:

Questions are welcome; however, if your question is about a specific set of facts that may divert the training objective, please direct your question to one of the Training team members at a break for a response.

During the scenario exercises, participants will be called upon to provide their response to particular facts or circumstances. Each Unit/Section should select a representative to speak for the Unit/Section and rotate that responsibility among the group. The scenarios are meant to prompt discussion, but the presenters must keep the scenario moving forward. Please understand that everyone may not be able to voice their perspective in the group setting. Keep in mind there may be several avenues to reach the same justified conclusion. You may use your handouts and training aids to inform your decision.

Course Overview

Course Completion:

• You must complete the entire mandatory 16.5 hours of training. You must score an 80% or higher to pass. You will be notified of your score via e-mail. If you do not pass the first time, you will be permitted to take the test again.

• Please annotate on the attendance sheet your presence at the training if you pre-registered. If you did not pre-register, please print your name, division, and the items requested on the attendance roster.

• After the course is complete, you will be receiving a survey e-mail containing questions that will test your knowledge and understanding of the material presented. The test is open book.
AGG-Dom:
Overview

• Provides ability to FBI authorities to be more proactive and preventative, and the flexibility to deal with complex threats that do not fall neatly into individual programs
• Provides clarity and improves compliance by combining several sets of guidelines into one consistent set of guidelines
• Removes discrepancies, sets uniform rules for criminal, national security, and foreign intelligence collection cases. Each program will have a program-specific policy guide (PG)

AGG-Dom:
Overview

• Reduces reporting requirements, particularly in the national security area
• Recognizes Special Events and Domain Management as part of the FBI’s mission
• Recognizes the FBI’s obligation to provide investigative assistance and joint operational support to other agencies, including the U.S. intelligence community
• Creates a new category outside of predicated investigations named “Assessments”
Policy Environment for Domestic Operations

Constitution, Statutes, and Executive Orders

AG GUIDELINES (AGG-Dom)
Apply to domestic national security and criminal investigative activities, including interagency coordination and intelligence analysis.

FBI's Domestic Investigations and Operations Guide (DIOG)
Program Policy Implementation Guides

DIOG Section 1: Scope & Purpose

- DIOG applies to all investigative and intelligence collection activities conducted by the FBI
  - within the United States
  - in the United States territories
  - outside the territories of all countries
- DIOG does not apply to investigative and intelligence collection activities of the FBI in foreign countries
  - governed by AGGs for Extraterritorial FBI Operations (national security and criminal)
DIG Section 1: Scope & Purpose

- The primary purpose of the AGG-DOM and the DIOG is to standardize policy so that criminal, national security and foreign intelligence investigative activities are performed in a legal and consistent manner.
- The DIOG replaces numerous FBI manuals, electronic communications, letterhead memoranda and other policy documents. The DIOG is located on the Corporate policy Office (CPO) Policy and Guidance Library web site.
- The changes implemented by the DIOG better equip you to protect the people of the United States against crime and threats to the national security.
- The DIOG stresses the importance of oversight and self-regulation to ensure compliance.

DIG Section 2: General Authorities & Principles

- The AGG-Dom replaces six guidelines:
  - The Attorney General's Guidelines for FBI National Security Investigations and Foreign Intelligence Collection (October 31, 2003) *
  - The Attorney General's Supplemental Guidelines for Collection, Retention, and Dissemination of Foreign Intelligence (November 29, 2006)
The AGG-Dom also replaces:
- The Attorney General Procedure for Reporting and Use of Information Concerning Violations of Law and Authorization for Participation in Otherwise Illegal Activity in FBI Foreign Intelligence, Counterintelligence or International Terrorism Intelligence Investigations (August 8, 1988)
- The Attorney General’s Guidelines for Reporting on Civil Disorders and Demonstrations Involving a Federal Interest (April 5, 1976)
- The Attorney General’s Procedures for Lawful, Warrantless Monitoring of Verbal Communications (May 30, 2002) (only portion applicable to FBI)

Note: Regarding Extraterritorial FBI’s Operations, the AGG-Dom did not repeal or supersede certain portions of the prior guidelines (marked * in prior slides). These national security extraterritorial portions continue to remain in effect pending the approval of new Attorney General’s Guidelines for Extraterritorial FBI Operations for both national security and criminal investigations. Additionally, the classified Attorney General Guidelines for Extraterritorial FBI Operations and Criminal Investigations (1993) continue to remain in effect pending approval of the new guidelines.
The FBI is authorized to:
- Conduct investigations and collect evidence (criminal and national security) and collect foreign intelligence (AGG-Dom, Part II)
- Provide investigative assistance to federal, state, local, tribal, and foreign agencies (AGG-Dom, Part III) and (DIOG Section 12)
- Collect information necessary for and conduct intelligence analysis & planning (AGG-Dom, Part II & IV) and (DIOG Section 15)
- Retain and share information (AGG-Dom, Part VI) and (DIOG Section 14)

The word “Assessment” has two distinct meanings:
- The AGG-Dom authorizes as an investigative activity an “assessment” which requires an authorized purpose and objective as discussed in DIOG Section 5.
- The U.S. intelligence community uses the word “assessment” to describe written intelligence products as discussed in DIOG Section 15.7.B.
DIOG Section 2:
General Authorities & Principles

- The FBI is an intelligence agency as well as a law enforcement agency
- The FBI is authorized to engage in intelligence analysis and planning, using all lawful sources of information:
  - development of overviews and analysis
  - research and analysis to produce reports and assessments
  - operate intelligence systems that facilitate and support investigations through ongoing compilation and analysis of data and information

DIOG Section 2:
General Authorities & Principles

- The FBI is the “lead federal agency” in the following areas:
  - Federal Crimes of Terrorism (listed in DIOG Section 2.4.C)
  - Other non-Terrorism federal crimes (listed in DIOG Section 2.4.D)
  - Counterintelligence and Espionage (listed in DIOG Section 2.4.F)
  - Criminal Investigations (some listed in DIOG Section 2.4.G; see also CID PGs)
Departures from the AGG – Dom:

In Advance: FBI Director, Deputy Director, or EAD (NSB or Criminal Cyber Response and Services Branch) must approve with notice to the General Counsel.

In Emergency: Approving authority who authorizes the departure must give notice as soon thereafter as practical to Director, Deputy Director or EAD with notice to General Counsel – OGC must keep records of all departures to advise DOJ, as required.

Departures from the DIOG:

In Advance: Appropriate substantive AD or DAD must approve with notice to the General Counsel or appropriate Deputy General Counsel (DGC).

In Emergency: Approving authority who authorizes the departure must give notice as soon thereafter as practical; SAC or HQ Section Chief must provide written notice to appropriate substantive AD and the General Counsel.
The AGG-Dom and DIOG apply to all FBI domestic investigations and operations conducted by “FBI employees” – defined as:
• applicable support personnel
• intelligence analysts
• special agents
• task force officers (TFO)
• detailees
• FBI contractors
• confidential human sources (CHS)

Authorities of an FBI Special Agent:
1. Investigate violations of the laws, including the criminal drug laws, of the United States (21 U.S.C. § 871; 28 U.S.C. §§ 533, 534 and 535; 28 C.F.R. § 0.85)
2. Collect evidence in cases in which the United States is or may be a party in interest (28 C.F.R. § 0.85 [a]) as redelegated through exercise of the authority contained in 28 C.F.R. § 0.138 to direct personnel in the FBI
4. Serve and execute arrest warrants and seize property under warrant; issue and/or serve administrative subpoenas; serve subpoenas issued by other proper authority; and make civil investigative demands (18 U.S.C. §§ 3052, 3107; 21 U.S.C. § 876; 15 U.S.C. § 1312)
DIOG Section 2: General Authorities & Principles

Authorities of an FBI Special Agent (cont.):

5. Carry firearms (18 U.S.C. § 3052)
6. Administer oaths to witnesses attending to testify or depose in the course of investigations of frauds on or attempts to defraud the United States or irregularities or misconduct of employees or agents of the United States (5 U.S.C. § 303)
7. Seize property subject to seizure under the criminal and civil forfeiture laws of the United States (e.g., 18 U.S.C. §§ 981 and 982)
8. Perform other duties imposed by law

The AGG-Dom did not limit other authorized FBI activities, such as:

- Conducting background checks and inquires concerning applicants and employees under federal personnel security programs
- Maintenance and operation of national criminal records systems and preparation of national crime statistics
- Forensic assistance and administration functions of the FBI Laboratory
The FBI's Core Values are:

- Rigorous obedience to the U.S. Constitution
- Respect for the dignity of all those we protect
- Compassion
- Fairness
- Uncompromising personal integrity and institutional integrity
- Accountability by accepting responsibility for our actions and decisions and their consequences
- Leadership, by example, both personal and professional

Everyone's Responsibility:

- To learn and understand the laws, rules and regulations that govern their activities
- To fully comply with all laws, rules and regulations governing investigations, operations, programs and activities
- To report to proper authority any known or suspected failures to adhere to the law, rules or regulations
DIOG Section 3.2:
- DD is the proponent of the DIOG and subordinate implementing procedural directives and specific policy implementation guides (PGs)
- DD has oversight of DIOG compliance, monitoring, and auditing processes
- DD has responsibility for DIOG training
- DD, through the Corporate Policy Office (CPO), will ensure the DIOG is updated one year from implementation, and every three years thereafter

DIOG Section 3.3:
- Comply with AGG-Dom and DIOG standards for initiation, conducting, and closing investigative activity; collection activity; or use of an investigative method
- Obtain training on DIOG standards relevant to their position and perform activities consistent with those standards
- Ensure all investigative activity complies with all laws and policy
- Identify victims, offer FBI assistance, and furnish information to the FBI Victim Specialist
(Continued – DIOG Section 3.3)

- Ensure civil liberties and privacy are protected throughout the assessment or investigative process
- Conduct no investigative activity solely on the basis of activities protected by the 1st Amendment or solely on the basis of race, ethnicity, national origin or religion of the subject
- Report non-compliance to the proper authority

DIOG Section 3.4.A – Supervisor Defined:

- Field Office or FBIHQ personnel, including: SIA, SSA, SSRA, UC, ASAC, ASC, SAC, DAD, AD, ADIC, and EAD
DIOG Section 3.4.B - Supervisor Responsibilities:

- Determine whether the DIOG standards are satisfied for initiating, approving, conducting and closing an investigative activity, collection activity, or investigative method.
- Ensure all investigative activity complies with all laws and policy.
- Obtain training on DIOG standards relevant to their position and conform their decisions to those standards.
- Ensure civil liberties and privacy are protected throughout the assessment or investigative process.

Continued DIOG Section 3.4.B - Supervisor Responsibilities:

- If encountering a practice that does not comply with the law, rules, or regulations, the supervisor must:
  1. report that compliance concern to the proper authority.
  2. take action to maintain compliance, when necessary.
- Ensure no retaliation or adverse action is taken against persons who raise compliance concerns.
DIOG Section 3.4.C - Supervisory Delegation:

- Any DIOG requirement imposed on a Supervisor may be delegated/ performed by a designated Acting, Primary, or Secondary Relief supervisor as indicated below, unless specified otherwise by federal statute, EO, PD, AGG, FBI Policy or any other regulation.
  - Supervisor may delegate authority to a supervisor one level junior to himself/herself (e.g., SAC to ASAC; or SC to Assistant/SC)
    - Must identify the task delegated
    - Must identify the supervisory position given approval authority
    - Must be in writing
    - Must be retained appropriately
  - Higher level Supervisors in the same chain-of-command as the original supervisor may approve a particular activity without written delegation documentation

DIOG Section 3.4.D - Investigative File Reviews:

- Conducted by full-time supervisors or primary relief supervisors with subordinates
  - (other relief supervisors must have written SAC authority to conduct)
- Conducted with all Agents, Resident Agents, TFOs, analysts, detailers, and FBI contractors, as appropriate
- Conducted in-person or by telephone when necessary
- Conducted in private
- Documented/noted on ACS ICMC report, FD-71 or Guardian
- Conducted at least every 60 days for Probationary Agents, recommended every 30 days
Assessment Justification/File Reviews:
- Conducted for every 30 day period for Type 1 and 2 Assessments
  - (with 10 additional days to complete and document)
- Conducted for every 90 day period for Type 3, 4, and 8 Assessments
  - (with 30 additional days to complete and document)
- Supervisor Must:
  - Evaluate progress made toward the achievement of authorized purpose and objective
  - Ensure activities that occurred during prior period were appropriate
  - Determine whether it is reasonably likely that information may be obtained that is relevant to the authorized objective – thus warranting an extension for another 30/90 day period
  - Determine whether adequate predication has been developed to open a predicated investigation
  - Determine whether the assessment should be terminated

Predicated (Preliminary and Full) Investigation File Reviews:
- Conducted for every 90 day period
  - (with 30 additional days to complete and document)
- Supervisor Must:
  - Evaluate progress made toward the achievement of authorized purpose and objective
  - Ensure activities that occurred during prior period were appropriate
  - Determine whether it is reasonably likely that information may be obtained that is relevant to the authorized objective – thus warranting an extension for another 90 day period
  - Determine whether adequate predication has been developed to open/or continues to justify a predicated investigation
DIOG Section 3: Unaddressed Work

Note: the FD-71 provides a new mechanism to assign an Assessment to an electronic Unaddressed Work File in the appropriate classification

DIOG Section 3: CDC's Role and Responsibilities

CDC's Role and Responsibilities:

1. Must review all Assessments, Preliminary Investigations (PI) and Full Investigations (FI) that involve a "Sensitive Investigative Matter" (SIM)
2. Must review particular investigative methods as mandated by DIOG Section 5 and 11
3. Requirements imposed on the CDC may be performed by an Associate Division Counsel, Legal Advisor, or designated Acting CDC. All delegations must be in writing and retained appropriately.
CDC Determinations:
The primary purpose of the CDC's review is to ensure the legality of the actions proposed. In this context, the review includes a determination that the:

- Investigative activity is not legally objectionable (can be overruled by OGC)
  - Activity is not based solely on the exercise of 1st Amendment rights or on the race, ethnicity, national origin or religion of the subject
- The investigation is founded upon an "authorized purpose" (Assessments) or have adequate factual predication (Preliminary and Full)
- Advise as to the "wisdom" of the proposed action

Continued: CDC Determinations

The CDC's determination is based on facts known at the time of the review and recommendation.

The CDC may require additional reviews or provide guidance as to monitoring the results of investigative activity to ensure that the authorized purpose and/or factual predication remain intact after additional facts are developed.
DIOG Section 3:
OGC Roles and Responsibilities

OGC Role: In coordination with the DOJ NSD, the OGC is responsible for conducting regular reviews of all aspects of FBI national security and foreign intelligence activities.

The primary purpose of the OGC's review is to ensure the legality of the actions proposed. These reviews, conducted in the field offices and in HQ Units, broadly examine such activities for compliance with the AGG-Dom and other requirements. In this context, the review includes a determination that the:

- Investigative activity is not legally objectionable (Activity is not based solely on the exercise of 1st Amendment rights or on the race, ethnicity, national origin or religion of the subject)
- The investigation is founded upon an "authorized purpose" (Assessments) or have adequate factual predication (Preliminary and Full) and meets the standards in the DIOG
- Advise as to the "wisdom" of the proposed action

Continued: OGC Determinations

- The OGC's determination above is based on facts known at the time of the review and recommendation.
- The OGC may require additional reviews or provide guidance as to monitoring the results of investigative activity to ensure that the authorized purpose and/or factual predication remain in tact after facts are developed
DIOG Section 3:
Other Roles and Responsibilities

CPO = Corporate Policy Office: Oversight and Implementation of the DIOG; Report compliance risks to OIC (DIOG Section 3.7)

OIC = Office of Integrity and Compliance: Identify compliance risk areas, adequacy of policy and training programs, monitor DIOG compliance (DIOG Section 3.8)

DCO = Division Compliance Officer: One identified in each Field Office to assist the OIC to identify potential non-compliance risk areas and report them to proper authority and OIC (DIOG Section 3.10)

PM = Program Manager: HQ entity that identifies, prioritizes, and analyzes compliance risks and takes appropriate corrective action (DIOG Section 3.9)

DIOG Section 4: Privacy and Civil Liberties, and Least Intrusive Methods

- Responsibility to protect the American public, not only from crime and terrorism, but also from incursions into their constitutional rights; accordingly, all investigative activities must fully adhere to the Constitution and the principles of civil liberty and privacy.

- Provisions of the AGG-Dom, other AG guidelines, and oversight from DOJ components, are designed to ensure FBI's activities are lawful, appropriate, and ethical, as well as effective in protecting civil liberties and privacy.

- DOJ and FBI's Inspection Division, Office of Integrity and Compliance, the OGC, other Bureau components, and you share responsibility for ensuring the FBI meets these goals.
DIOG Section 4: Privacy and Civil Liberties, and Least Intrusive Methods

- No investigation or assessment can be commenced based solely on race, ethnicity, national origin, religion of the subject or the exercise of First Amendment rights.
- Corollary to this AGG requirement is the Privacy Act, which states that each agency that maintains a system of records shall "maintain no record describing how any individual exercises rights guaranteed by the First Amendment unless expressly authorized by statute or by the individual about whom the record is maintained or unless pertinent to and within the scope of an authorized law enforcement activity. 5 U.S.C. 552a(e)(7)."

DIOG Section 4 Scenario

- What can you do with this information?

b2
b7E
DIQG Section 4 Scenario

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DIQG Section 4: Privacy and Civil Liberties, and Least Intrusive Methods

FIRST AMENDMENT RIGHTS:
Individuals or groups who communicate with each other or with members of the public in any form in pursuit of social or political causes—such as opposing war or foreign policy, protesting government actions, promoting certain religious beliefs, championing particular local, national, or international causes, or a change in government through non-criminal means, and actively recruit others to join their causes—have a fundamental constitutional right to do so. An assessment may not be initiated based solely on the exercise of these First Amendment rights. If, however, a group exercising its First Amendment rights also threatens or advocates violence or destruction of property, an assessment would be appropriate.
FIRST AMENDMENT RIGHTS (cont.):

- No investigative activity, including assessments, may be taken solely on the basis of activities that are protected by the First Amendment or on the race, ethnicity, national origin or religion of the subject.
- If an assessment or predicated investigation touches on or is partially motivated by First Amendment activities, race, ethnicity, national origin or religion, it is particularly important to identify and document the basis for the assessment with clarity.

All activities must be consistent with the Attorney General's 2003 Guidance Regarding the Use of Race by Federal Law Enforcement Agencies (forbids the use of racial profiling and requires activities involving the investigation or prevention of threats to the national security to comply with the Constitution and laws of the United States).

The DIOG stresses several points in each section:

- No investigation or assessment can be commenced based solely on race, ethnicity, national origin, religion, or exercise of First Amendment rights.
- The FBI must use the least intrusive method that is feasible under the circumstances.
- In connection with Foreign Intelligence collection, agents must operate openly and consensually with U.S. Persons, to the extent practicable.
- All investigative activities must have an "authorized purpose."
DIOG Guidance on use of Race or Ethnicity

As to individuals:
1. Permits the consideration of ethnic and racial identity information based on specific reporting;
2. The race or ethnicity of suspected members, associates, or supporters of an ethnic-based gang or criminal enterprise may be collected when gathering information about or investigating the organization; or
3. Ethnicity may be considered in evaluating whether a subject is—or is not—a possible associate of a criminal or terrorist group that is known to be comprised of members of the same ethnic grouping—as long as it is not the dominant factor for focusing on a particular person.

As to a community:
1. Collecting and analyzing demographics—if these locations will reasonably aid the analysis of potential threats and vulnerabilities, and, overall, assist domain awareness
2. Geo-Mapping ethnic/racial demographics—if properly collected
3. General ethnic/racial behavior—cannot be collected, unless it bears a rational relationship to a valid investigative or analytical need
4. Specific and relevant ethnic behavior
5. Exploitive ethnic behavior—by criminal or terrorist groups
DIOG Section 4: Least Intrusive Investigative Method

The AGG-DOM and the DIOG require that the "least intrusive" means or method be considered and, if operationally sound and effective, used to obtain intelligence or evidence in lieu of a more intrusive method.

DIOG Section 4: Privacy and Civil Liberties, and Least Intrusive Methods

By emphasizing the use of less intrusive means, employees will be able to balance:

Our need for evidence/intelligence

vs.

Mitigating potential negative impact on the privacy and civil liberties of people/public
Primary factor in determining "intrusiveness":

- The degree of procedural protection that the law and the AGG-DOM provide for the use of the particular method.

  - Examples of "more intrusive" methods: Search Warrants, wiretaps, UCOs
  - Examples of "less intrusive" methods: checks of government databases, state or local criminal record checks, commercial databases, interviews

Items to consider when determining the relative intrusiveness of an investigative method:

- Is method permitted prior to the initiation of an assessment?
- Is the method relevant to the assessment or investigation?
- Will the information collected or obtained likely further the investigative objective?
- What alternatives exist for gathering the same information?
- Are those alternatives relatively less intrusive?
- What time span is involved in using the investigative method (days, weeks, months)?
- What confidence level is associated with the information gathered using the investigative method?
- Will the method resolve a pending investigative issue quickly?
DIQG Section 4:
Least Intrusive Investigative Method

Factors to Determine “Intrusiveness”:
1. Nature of the information sought
2. Scope of the information sought
3. Scope of the use of the investigative method
4. Source of the information sought
5. Risk of public exposure

DIQG Section 5 &11: Investigative Methods

As of February 20, 2009

- Obtain publicly available information
- Access and examine FBI and other DOU records, and obtain information from any FBI or DOU personnel
- Access and examine records maintained by, and request information from, other federal, state, local, tribal, or foreign governmental entities or agencies
- Use online services and resources (whether nonprofit or commercial)
- Use and recall human sources in conformity with AG Guidelines Regarding the Use of FBI Confidential Human Sources
- Member or required interview from members of the public and private entities (includes potential interview)
- Access information voluntarily provided by governmental or private entities
- Engage in observation or surveillance not requiring a court order

Mail covers
- Physical search of personal or real property where a warrant or court order is not legally required because there is no reasonable expectation of privacy (e.g., trash cans)

Commerical monitoring of communications, including commercial computer monitoring, is subject to legal review by the CDC or FBI OIC.

Where a sensitive monitoring assignment is involved, monitoring must be approved by the Criminal Division or, if the investigation concerns foreign intelligence or a threat to the national security, by the National Security Division.

- Use of closed-circuit television, overhead theater, and other monitoring devices, subject to legal review by the CDC or FBI OIC
- Polygraph examinations
- Undercover operations
- Compulsory process as authorized by law, including Federal Grand Jury and other subpoenas and National Security Letters (Federal Grand Jury subpoenas for telephone and electronic mail subscriber records can be used during type 1 and 2 assessments only)
- Accessing stored voice and electronic communications and transactional records
- Use of pen register and tap and trace devices
- Electronic surveillance
- Foreign intelligence collection under Title VII of FISA
- Physical searches, including mail openings, where a warrant or court order is legally required because there is an expectation of privacy